

MANAGER'S BUDGET ADDENDUM #31



Memorandum

TO: HONORABLE MAYOR AND
CITY COUNCIL

FROM: Kimberly Shunk

**SUBJECT: EMERGENCY SERVICES
STAFFING COMPARED TO
OTHER CITIES**

DATE: May 26, 2006

Approved

/s/

Date 05/26/06

SUMMARY

During budget hearings on May 10, 2006, Councilmember Campos requested a comparison of staffing in the City of San José's Office of Emergency Services (OES) with other cities.

OES surveyed the cities of Los Angeles, San Diego, San Francisco, Long Beach, and Oakland. OES asked only about the number of OES staff in each city; in some cases, information was available about funding sources for labor. OES did not ask about job titles or salaries, budgets, reporting structures, or the type of work performed by the office. OES staffing numbers for the six cities considered by this report range from 3 to 25.

A more detailed study would be needed in order to provide a truly comparable organizational analysis of each city's OES. In an effort to more carefully define its mission and focus, as well as recognize the financial constraints facing the city, the Office of Emergency Services is meeting with the City Manager to continue discussions about staffing and work plans.

BACKGROUND

A common baseline: only California cities surveyed

Only California cities were chosen for this report for the purpose of establishing a common baseline. The concept of mutual aid, institutionalized through the California Master Mutual Aid Agreement in November 1950, and use of the Incident Command System (ICS), introduced to California fire departments in the 1970's, are relatively new tools (post-September 11, 2001) for many cities in other states. Therefore, any survey of cities outside of California would not result in an apples-to-apples comparison.

In California, all cities are required to conform to the Standardized Emergency Management System (SEMS), incorporated into the Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code) and the Natural Disaster Assistance Act (Chapter 7.5 of Division 1

of Title 2 of the Government Code). California cities are also using consistent guidance published by the Governor's Office of Emergency Services for the implementation of the National Incident Management System (NIMS).

Emergency management is a shared function, not exclusive to OES

In California, emergency management is a shared function, requiring across-the-board support from city departments. Public Works, Transportation, Parks, Recreation, Neighborhood Services, Planning, Building and Code Enforcement, Employee Services, Environmental Services, and others play critical roles in mitigating, preparing for, responding to, and recovering from natural or human-caused disasters. In other words, OES is not exclusively responsible for the emergency management function in any one jurisdiction. Therefore, OES organizations tend to be relatively small when compared to other departments, tasked with facilitating mitigation, preparedness, response, and recovery initiatives.

Variance in projects and programs managed by OES

While there are similarities in regulatory requirements and basic functions performed by California-based OES's, the projects and programs managed by each OES may vary greatly. For example, San José's Metropolitan Medical Task Force (MMTF) is managed by OES, while in Oakland, its counterpart, the Metropolitan Medical Response System (MMRS), is managed by the Fire Department's Emergency Medical Services (EMS) division. In a second example, Oakland moved its Community Emergency Response Team (CERT) program, the equivalent of San José *Prepared!*, from OES to the Fire Prevention Bureau in July 2005 in an effort to consolidate public education programs. (It has since moved back to OES.) Further, each of the six cities' strategies for use of Urban Area Security Initiative (UASI) grants additionally complicates the understanding of what tasks each OES manages.

No direct correlation between size of city and size of OES

There is no direct correlation between the size of a city's population and the size of its OES. In other words, it is not true that a big city needs a big OES, that a small city needs a small OES, and that an unincorporated area doesn't need any OES at all. Instead, each local jurisdiction must determine its needs and then staff appropriately.

Effective emergency management seeks to reduce loss of life, loss of property, and damage to the environment. As a result, needs will generally be dictated by consideration of a combination of factors such as:

- Potential threats to the region: e.g., earthquake; fire; flood; hazardous materials spill; civil disturbance; airport accident; dam failure; power outage; terrorism
- Infrastructure and as-built environment: e.g., soft-story buildings; age of sewer or storm water systems; roadbed integrity; construction techniques used for bridges, overpasses, tunnels; historical buildings; underground utilities
- Population: e.g., density; daytime versus residential population size
- Business focus: e.g., technology; industry; tourism; entertainment; government
- Environment: e.g., ecologically-sensitive waterways; endangered species
- Programs and projects supported by the community

STAFFING**City of San José**

The City of San José currently has 3 full-time permanent positions in its OES, along with 1 part-time temporary position. In addition to these positions, the 2006-2007 Proposed Operating Budget recommends the addition of 1 Senior Analyst position to assist with the San José Prepared program. The General Fund supports all 4 full-time positions; although some salary costs are offset by funding from the Emergency Management Performance Grant (EMPG) program, Citizens Corps Program grant, and Community Emergency Response Team grant. The part-time temporary is supported exclusively through a combination of grants.

OES also has 3 full-time temporary positions, 1 part-time pool employee, and 1 part-time student intern dedicated to the management of UASI grants. UASI grants pay these 5 salaries. Pending approval by the State Office of Homeland Security, there will be an additional 2 full-time temporary positions in the UASI unit.

A table summarizing OES staffing for the City of San Jose is displayed below:

Funding Source	2005-2006 FTE	2006-2007 FTE	Notes
General Fund	3.0	4.0	A portion of staff salary costs are offset by 3 grants. Assumes approval of Senior Analyst position for San José Prepared as recommended in the Proposed Budget.
UASI (Temporary)	4.0	6.0	Assumes 2 additional positions are approved from the State Office of Homeland Security, and don't start until 2006-2007. Grant terms end November 2006 and March 2007, subject to additional funding.
Other Grant Sources (Temporary)	.50	.50	
Total	7.50	10.50	

UASI grants are also used to fund additional staff who do not work in OES. For example, 3 positions for the Hazardous Incident Team were temporarily grant funded out of UASI 04. At present, 1 part-time temporary unclassified position is being funded within the Police Department to support interoperability projects for first responders.

City of Los Angeles

The City of Los Angeles has a total of 17 positions in its Office of Emergency Services. The General Fund supports 15.5 positions, 1 position is supported by Department of Homeland Security grants, and a .5 position is funded through a local proposition.

The City of Los Angeles is also reviewing their staffing needs. They anticipate asking for grant-funded positions in the next fiscal year.

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City of San Diego

The City of San Diego has 8.5 positions in their OES, all of which are currently grant funded.

The City of San Diego is in the process of asking City Council to add 1 full-time position plus 2 part-time temporary positions to their total above. OES also plans to ask Council to fund 2 full-time employees through General Fund.

City and County of San Francisco

The City and County of San Francisco has 25 full-time positions in their OES, 5 of which are supported by the General Fund. The other 20 positions are grant funded.

City of Long Beach

The City of Long Beach has 4 full-time positions in their OES, all of which are supported by the General Fund.

The City of Long Beach also has 1 full-time position to support UASI, which is funded by a combination of UASI and State Homeland Security Grant Program (SHSGP) grants.

City of Oakland

The City of Oakland has 5 positions in their OES, all of which are supported by the General Fund. In the past, some of these positions have been partially supported with grant funds for limited periods of time. Note, however, that this total of 5 does not include the Emergency Manager, who is funded through a separate organization in the Fire Department.

The City of Oakland also has 1 full-time position dedicated to UASI support and funded through UASI grants. However, this position is technically funded out of the City Manager's Budget Office, though organizationally, the incumbent currently reports to OES.

Additionally, there are an unknown number of staff funded through UASI grants to support various projects, like Alameda County's Terrorism Early Warning Group. None of these individuals, however, report to OES.

CONCLUSION

In conclusion, the City of San José should carefully analyze its emergency management needs and then staff the Office of Emergency Services to ensure that those needs are met effectively, efficiently, and economically. Continuing dialogue with elected officials, the City Manager, and San José citizens, schools, and businesses is necessary to make this happen.

/s/

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